

Message Text

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ACTION EUR-25

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C O N F I D E N T I A L USNATO 3744

E.O. 11652: GDS, 12-31-79

TAGS: MCAP, NATO

SUBJECT: BURDEN SHARING STUDY: TERMS OF REFERENCE

REF: USNATO 3723; USNATO 3678

SUMMARY: COUNCIL MET ON WEDNESDAY, AUGUST 8, 1973 TO CONSIDER PO/73/117 ON TERMS OF REFERENCE FOR A STUDY ON FINANCIAL PROBLEMS ARISING FROM THE STATIONING OF FORCES ON THE TERRITORY OF OTHER NATO COUNTRIES (USNATO 3723). AFFIRMATION OF NEED FOR SPEEDY ACTION IN NATO, SOUGHT BY RUMSFELD, WAS GIVEN BY ALL PERMREPS WHO PARTICIPATED IN DISCUSSION. COUNCIL DID NOT COME TO AGREEMENT ON TERMS OF REFERENCE; BUT, IN VIEW OF URGENCY AND POLITICAL IMPORTANCE OF BURDEN SHARING, NAC DECIDED THAT STUDY GROUP WOULD BEGIN ITS WORK THURSDAY, AUGUST 9 AT 10:15 HOURS. END SUMMARY.

1. COUNCIL MET AT THE REQUEST OF THE U.S. (USNATO 3723) ON AUGUST 8, 1973 TO CONSIDER TERMS OF REFERENCE OF THE STUDY GROUP CHARGED WITH FINANCIAL PROBLEMS ARISING FROM THE STATIONING OF FORCES ON THE TERRITORY OF OTHER NATO COUNTRIES. RUMSFELD POINTED OUT THAT OUR MAJOR CONCERN WITH THE TERMS OF REFERENCE INVOLVED CONFIDENTIAL

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THE PROPOSED DATES FOR THE STUDY GROUP TO REPORT TO THE COUNCIL. IN OUR VIEW A FINAL REPORT SHOULD BE MADE BY OCTOBER 1 RATHER THAN A "FURTHER REPORT" AS FORESEEN BY THE P.O., AND, AN INTERIM REPORT, IF NEEDED, BY AUGUST 30. ONLY BY ADHERING TO A TIME

SCHEDULE SUCH AS THIS, WOULD THE COUNCIL HAVE TIME TO ANALYZE THE STUDY GROUP'S FINAL REPORT AND STILL GIVE GOVERNMENTS TIME FOR DECISION MAKING AT THE HIGHEST POLITICAL LEVEL BEFORE THE DECEMBER MINISTERIAL MEETING.

2. ASYG HUMPHREYS, CHAIRMAN OF STUDY GROUP, SAID THAT THERE WAS NO EXACT PRECEDENT FOR A STUDY ON BURDEN SHARING BUT THAT ON TWO PREVIOUS OCCASIONS INVOLVING STUDIES OF THIS SCOPE THE FACT-FINDING PERIOD HAD RUN TO AS MUCH AS FOUR MONTHS AND THE SUBSEQUENT BILATERAL DISCUSSION 8 OR 9 MONTHS. TO HIM OCTOBER 1 SEEMED TOO OPTIMISTIC - TO SET SO CLOSE A DEADLINE WAS TO SET A POSSIBLE FAILURE POINT, NEVERTHELESS HE WAS PREPARED TO START MEETING TOMORROW AND SEE WHAT COULD BE DONE. RUMSFELD REPLIED THAT AS THE STUDY GROUP PROGRESSED IN ITS WORK, SHOULD THE CHAIRMAN SEE THAT THE GROUP COULD NOT FINISH ITS WORK THEN HE SHOULD SO REPORT TO THE COUNCIL WHO WOULD THEN CONSIDER WHAT FURTHER ACTION TO TAKE.

3. GERMANY (KRAPF) SUPPORTING RUMSFELD'S REMARKS EMPHASIZED THAT SPEEDY ACTION WAS NECESSARY AND THAT EARLY RESULTS WERE IMPORTANT. AS FOR THE P.O. ITSELF IT SHOULD CONCENTRATE ONLY ON THE U.S. PROBLEM; THEREFORE, THE LAST SENTENCE OF PARAGRAPH 3 AUTHORIZING THE STUDY GROUP TO STUDY SIMILAR PROBLEMS OF OTHER COUNTRIES SHOULD BE DELETED. THE PROBLEMS OF OTHER COUNTRIES MIGHT BE TAKEN UP LATER UNDER NEW TERMS OF REFERENCE.

4. ITALY (BETTINI) WAS IN FULL AGREEMENT ON THE URGENCY OF THE PROBLEM - MOST OF THE DATA SHOULD BE AVAILABLE - THE STUDY GROUP COULD START NOW AND SHORTEN THE FIRST PHASE, BUT HE WAS NOT SO OPTIMISTIC THAT FINAL CONCLUSIONS COULD BE REACHED WITHIN THE TIME LIMIT.

5. BELGIUM TOO WANTED TO PRESS AHEAD RAPIDLY IN VIEW OF THE IMPORTANCE OF THE PROBLEM, BUT COULD UNDERSTAND HESITATION OF SOME ON THE DATE. AS FOR THE FRG'S DESIRE TO ELIMINATE REFERENCE TO STUDIES OF OTHER COUNTRIES PROBLEMS, THIS WAS UNDERSTANDABLE BUT THERE WERE DOUBTS ON ADVISABILITY OF SO DOING. CANADA (MARSHALL) WAS CONCERNED AS TO HOW A FINAL DECISION WOULD BE CONFIDENTIAL

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TAKEN ON THE PROBLEM - SHOULD IT BE A DECISION OF THE COUNCIL AND BLESSED BY MINISTERS OR SHOULD COUNCIL REPORT TO MINISTERS WITH RECOMMENDATIONS AND THE DECISION BE TAKEN BY MINISTERS?

6. THE UK (THOMSON) SAW THE NEED FOR SPEED, BUT SEVERAL MINISTRIES WOULD BE INVOLVED IN ANY FINAL DECISION, THEREFORE THE DATES PROPOSED MIGHT BE UNREALISTIC, HOWEVER THE MAIN POINT WAS TO START TOMORROW. AS FOR TERMS OF REFERENCE, LONDON'S REACTION WAS THAT THEY DID NOT ADEQUATELY TAKE INTO ACCOUNT HIS REMARKS AT THE AUGUST 1 COUNCIL DISCUSSION (USNATO 3678). OVERSEAS SPENDING ON DEFENSE ACCOUNT MUST BE SET IN THE CONTEXT OF THE OVERALL BALANCE OF PAYMENTS POSITION - FACT FINDING IS THE ESSENTIAL FIRST STEP AND SHOULD IDENTIFY THE TOTAL US BALANCE OF PAYMENTS

SITUATION: WITHIN THIS, THE US BALANCE VIS-A-VIS NATO EUROPE:
AND WITHIN THIS, THE BALANCE WITH EUROPE ON MILITARY ACCOUNT
GENERALLY, AND FINALLY THE BALANCE ON ACCOUNT OF FORCES STATIONED
IN EUROPE FOR NATO. LIKEWISE THE BALANCE OF PAYMENTS SITUATION OF
OTHER COUNTRIES STATIONING FORCES OUTSIDE THEIR OWN TERRITORY
WOULD BE REQUIRED IN ORDER TO SET THE SCENE ON A PROPER ALLIANCE
BASIS.

7. THE CHAIRMAN (PANSA) NOTING THAT THREE ISSUES WOULD REQUIRE
RESOLUTION (DEADLINES, GERMAN AMENDMENT TO PARA 3 AND UK
DIFFICULTIES WITH THE TERMS OF REFERENCE) PROPOSED THAT SUB-GROUP
BEGIN ITS MEETINGS TOMORROW, AUGUST 9. THE PROBLEMS WITH THE
TERMS OF REFERENCE COULD BE WORKED OUT AMONG THOSE CONCERNED
WITHOUT DELAYING A START ON THE STUDY. THE COUNCIL AGREED.

8. AS A FINAL POINT TO THE MEETING FRANCE AGAIN NOTED THAT
DECISION HAD BEEN TAKEN IN COPENHAGEN FOR THE STUDY ON THE BASIS
OF THOSE MEMBERS PARTICIPATING IN NATO'S INTEGRATED MILITARY
STRUCTURE; THEREFORE, IT WAS IN APPROPRIATE FOR THE P.O. TO
STATE THAT THE STUDY GROUP WOULD REPORT TO THE COUNCIL. IT WAS
AGREED THAT A CORRIGENDUM BE ISSUED DELETING REFERENCE TO THE
COUNCIL IN PARA 5 AND SUBSTITUTING THE EXPRESSION "REPRESENTATIONS
OF COUNTRIES CONCERNED."

9. COMMENT: DURING THIS MEETING DIFFERENCE OF BURDEN SHARING
APPROACH BETWEEN UK AND FRG EMERGED CLEARLY FOR FIRST TIME, WITH
ITALY, CANADA AND BELGIUM RALLYING TO US SUPPORT. STATEMENT BY
FRENCH CHARGE AT CONCLUSION OF NAC SERVED TO FURTHER OBSCURE
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FRENCH INTENTIONS; BUT BELGIAN CHARGE HAS ADVISED USNATO HE PLANS
TO APPROACH FRENCH TODAY AND URGE THEM TO ATTEND INITIAL BURDEN
SHARING STUDY GROUP MEETING ON AUGUST 9 IF ONLY AS ONLOOKERS.
US, WITH WELCOME SUPPORT FROM FRG, APPEARS TO HAVE NOW SUCCEEDED
IN CONVINCING ALL ALLIED DELEGATIONS: A) THAT BURDEN SHARING STUDY
MUST PROCEED EXPEDITIOUSLY AND B) THAT, FOR LARGER POLITICAL
REASONS, SPECIFIC AND VISIBLE RESULTS MUST BE ACHIEVED PRIOR TO
DECEMBER MINISTERIAL MEETINGS.

RUMSFELD

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